

# TOKYO GAZETTE

A MONTHLY REPORT OF CURRENT POLICIES,  
OFFICIAL STATEMENTS AND STATISTICS

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The material in the TOKYO GAZETTE is selected mainly from the *Weekly Report*, edited by the same Bureau. The accuracy and comprehensiveness of data presented in the *Report* are fully established. For the benefit of students of Japanese affairs, the TOKYO GAZETTE is endeavouring to maintain these qualities in the hope that its publication will eliminate unfortunate misunderstandings and thus contribute to world peace and international goodwill.

## ADDRESS OF ADMIRAL MITSUMASA YONAI

— Broadcast Following His Investiture as Prime Minister on  
January 16, 1940 —

I have been profoundly moved and filled with a feeling of awe to receive unexpectedly the Imperial Command to form a Cabinet. I am firmly determined to discharge with might and main the grave responsibility which His Imperial Majesty has been pleased to place upon my shoulders—the responsibility of assisting the Throne in the administration of State Affairs.

We are confronted today with a truly momentous situation and are therefore called upon to undertake, with an unshakeable conviction, the task of constructing a new order in East Asia, uniting to this end all the forces of the Nation.

With regard to the settlement of the China Affair, an immutable policy has already been decided upon. It is beyond question that the Government will not only pursue this policy but also lend support to the development of the new Central Government which is on the eve of being established in China.

In respect to our foreign policy, the Government will endeavour to build up harmonious relations with other Powers, steadfastly maintaining for ourselves a free and independent position.

On the other hand, it is imperative, I am strongly convinced, not only to ensure the livelihood of the people, but to strengthen the national wartime structure. Thus I will strive to augment the strength and bring about the greater prosperity of the Nation. Measures for carrying out these policies will be explained shortly on an appropriate occasion.

I take this opportunity of greeting every one of you, members of the Nation, having laid before you what is in my heart.

## STATE SUPERVISION OF PHYSICAL STRENGTH<sup>1</sup>

DEPARTMENT OF WELFARE

**T**HE physical strength of the nation constitutes the mainspring of national activity, so that the improvement of health and building up of robust physiques should not be neglected as a far-sighted national policy. More so at the present time, when the nation is being united in its efforts to establish a new East Asia, it is essential to increase the physical strength of its members to cope with the great task. The present condition of health in Japan, however, is by no means satisfactory. Although the death-rate—the barometer of a nation's health—is becoming gradually lower, it is higher than in most of the civilized countries of the West. As for the birth-rate, 1920 was the peak year; since then it has been showing a downward tendency, much more appreciable since the outbreak of the China Affair. Moreover, the recent scarcity of labour has resulted in a heavier burden being imposed on younger workers with consequent unfavourable effect on their health.

State supervision of the physical strength of the nation has been designed as a remedy for this evil. It is to be exercised over persons under age, numbering about 30,000,000, with a view to preventing their decrease by death while looking to the all-round improvement of their health. Preparatory to the proposed enforcement of this programme, a preliminary investigation was carried out the year before last throughout the country; and last year valuable data was obtained by holding physical examinations in all the cities, towns and villages of Chiba Prefecture. On the other hand, an outline of the programme for the supervision of national physical strength was drafted by the investigation committee specially appointed for that purpose. The draft is now being deliberated upon by the special committee of the National Physical Strength Council. A definite plan for such supervision will soon be drawn up and submitted to the 75th Diet now in session. Below is given a general outline of the proposed measure.

### What Supervision of Physical Strength Means

The protection and supervision of minors have hitherto been left entirely to persons in parental authority under the Civil Law, but in

<sup>1</sup> For reference, see article entitled "Supervision of Physical Strength" in the November, 1938, number of TOKYO GAZETTE.

the future it will be made, to some extent, a legal obligation. If persons in parental authority fail to fulfil this obligation, the State will take the task upon itself.

In the first place, the State will conduct the physical examination of minors, and all persons in parental authority will be placed under obligation to have their wards undergo the examination. This will make clear the existing condition of health among persons under age, enabling the State to devise proper measures for the improvement of their physical strength and parents and guardians to properly discharge their obligations toward them. Secondly, when it is deemed necessary as a result of the examination, the prefectural governor will be empowered to give directions tending to the raising of the standard of physical strength or issue orders requiring medical treatment. Where parents are without means or are unable to observe the instructions, they may be carried out under the guidance of State agencies.

### **Persons Coming under the Supervision**

The supervision is to be exercised only over those Japanese subjects who are under age. It would be preferable to place the whole nation under the supervision, but this is a practicable impossibility with a population of 100,000,000. Moreover, statistics show that the infant mortality in Japan is nearly double the rate prevailing in Western countries, while the number of deaths from tuberculosis is largest among young men and children. It is also a matter for regret that recent increases in the numbers of young workers employed in war industries will tend to cause deterioration in the health of that class. Further, the improvement of health and development of physical strength can be most effectually helped forward during the period of growth. Because of these considerations the supervisory measure is confined to persons who are under age.

### **Physical Examination**

#### *1. Persons Subject to Physical Examination*

All who come under the supervision must undergo physical examination, with the following exceptions.

- (1) Those to whom the Census Law does not apply.
- (2) Those living outside the areas where supervision is in force.
- (3) Those enlisted in the Army or Navy.
- (4) Those attending military or naval schools and colleges.

Special provisions will be made in respect of persons for whom it is difficult to hold physical examination: occupants of prisons;

prison workshops and reformatories; lunatics in confinement; patients of tuberculosis sanatoriums, leprosariums and hospitals. In place of undergoing physical examination, such persons will be required to notify necessary matters, report with a medical certificate, or submit to other formalities.

The physical examination is to be carried out once a year, but as the number of persons affected by the measure number some 30,000,000, it will be difficult to examine them all from the first year. Limits will therefore be set every year by the Minister of Welfare. It is expected that this year the examination will be limited to the 17 to 19 years age-group.

### *2. Agencies Responsible for Physical Examination*

As a rule the physical examination is to be carried out under the supervision of mayors of cities, and headmen of towns and villages for those who actually live within their jurisdictions. However, in the case of establishments employing any considerable number of those who come within the purview of the proposed legislation, the examination may more conveniently be held at such places. The following exceptions are made accordingly :

The first has to do with schools (excepting evening schools), the directors of which are required to conduct physical examination. At schools a similar examination is already in practice; the examination under the proposed measure must be carried out in such a way as to avoid needless overlapping. Evening schools are excluded as they are composed for the most part of day-time employees of factories, offices and other business houses whose physical strength, being more truly affected by the nature of their employment and working conditions, should be considered in regard to their places of employment.

The second relates to business houses, factories, and other places of work which employ more than a certain number of workers subject to physical examination for the year. At such places the employers are required to hold the examination, thus enabling them to ascertain the physical condition of their employees and adopt necessary measures where the standards are not met. Such a procedure will obviate the unpreventable loss of working time which would otherwise ensue.

### *3. Persons Responsible for the Physical Examination of Minors*

As only minors come under the supervision, provision is made for the "obligors" or parties responsible for seeing that they un-

dergo physical examination.

First come the parents and guardians.

Next come those who lodge minors with the object of educating or looking after them. They will be made to stand substitute, as in most cases the parents or guardians of such minors reside at a distance.

The third category are the employers of minors.

All these must report the number of persons subject to examination for the year to the mayors of cities and headmen of towns and villages. As the minors must undergo the physical examination at their actual abodes, and not at their permanent domiciles, their number cannot be ascertained from the census registers. Hence the necessity for reporting, in order to prevent omissions. Where school directors or employers conduct the examination, there will be no need for reporting.

### **Certificate of Physical Strength and Other Measures**

Those who have undergone the physical examination are granted a certificate of physical strength. The certificate will be in the form of pocket-book, wherein matters pertaining to the physical conditions of the examinee at each examination are to be recorded against the required standards of physical development at each corresponding age by way of comparison.

It is of the greatest importance to take measures that may be shown necessary as a result of each physical examination. In the draft of the proposed measure there are provisions for the directions to be given relating to the improvement of health as well as orders for medical treatment. In case it is found necessary for an examinee to change employment or leave off work owing to weakened health or disease, the prefectural governor is to give directions to that effect. As a rule the directions are to be given to the guardian, but, when necessary, they may be given to the employer. When an examinee is found to be suffering from any of the diseases that may be specified by the Minister of Welfare, the prefectural governor may order the guardian to place his ward under medical care. The forms of disease to be specified by the Minister of Welfare have not so far been defined, but they will include those known as "communicable" such as tuberculosis and venereal diseases. Where a guardian will be unable to pay for medical treatment, the State is to take charge of the matter. For this purpose the prefectural governor is to appoint physicians in charge of such supervision in each city and county within

his jurisdiction. The draft outline of the supervisory programme provides for the above two steps, but at the time of physical examination it is also important to give advice and directions according to each examinee's condition of health. Measures are to be designed for improving the health of those with weak constitutions, such as to send them to appointed place for physical training. It will also be essential to take measures to make use of existing health facilities. An examinee suffering from a disease who has effected a health insurance, may be directed to take steps accordingly. If he is ill with tuberculosis or leprosy, he will be directed to go to a sanatorium or leprosarium. An examinee who may lose his living by complying with any order to leave off work, will be extended relief under the provisions of the Relief Law or the Law for Protection of Mothers and Children or through some social institutions. Thus the proposed system has close connection with various existing measures and facilities. Consequently, to make the system work well, it will be necessary to promote the social insurance, expansion and perfection of sanatoriums and other preventive institutions.

### **Those Who are Placed under Special Obligations**

Under the proposed system special obligations are imposed on physicians, dental surgeons, and employers. In exercising the supervision, which covers a wide range of people, the cooperation of physicians and dental surgeons is required. In formulating plans for physical examination, the authorities will act in close cooperation with the medical and dental practitioners' associations, to avoid conflicting with and interruption in the regular work of their members and the resulting inconvenience to the general public.

Employers will be prohibited from preventing the fulfilment of their obligations by guardians of minors under pretext of the terms and periods of employment or any circumstances relating thereto. They will also be prohibited from making any unfavourable report resulting from an examination the direct reason for the dismissal, reduction of pay, or other ill treatment of their workers.

Those who are to supervise the execution of the above are to be bound to the strictest secrecy. Strictly private matters are not to be entered on the examination slips nor on the certificates of physical strength, but on special forms to be provided and handled with strict care by the physicians in charge.

## ORGANIZING SMALL INDUSTRIES

DEPARTMENT OF COMMERCE AND INDUSTRY

FROM the standpoint of management, industrial enterprises in Japan are mostly on a medium or small scale. According to the factory statistics compiled by the Department of Commerce and Industry, such factories account for over 90 per cent of the total number throughout the country. In this connection, chemical industrial enterprises employing less than 50 workers each, gas and electric industrial enterprises employing less than 30 workers and other industrial units employing less than 100 workers, are regarded as on a medium or small scale in the said statistics. From the point of view of production, however, such factories account for only about 43 per cent of the country's industrial output despite their great number.

Hitherto, the preponderance of these minor enterprises has been regarded as a desirable characteristic of Japan's industry and various measures have been adopted for its maintenance and even development. One of these measures was the creation in 1923 of the industrial association system for key exports, which has contributed markedly to the improvement and development of industry, particularly, the promotion of the export trade of this country. Its activities comprise, on the one hand, the making of joint purchases and sales in behalf of its members; on the other, it carries out the inspection of manufactures and regulation of production, thus affording protection to the public.

One point which cannot be overlooked is that there exists a great difference between the medium-scale and the small-scale enterprise in the number of employees. Whereas it may reach as much as a 100 in some of the medium-scale enterprises, there are a considerable number of small-scale enterprises each employing less than 5 workers. Exact statistics are still unavailable, but it is estimated, from the past census and the survey conducted in the six principal cities of the country, that the total number of small-scale enterprises employing less than 5 workers exceeds 300,000. Nevertheless, the conditions of the industrial association system have been such that small-scale industrialists have found it difficult to profit from the advantage that adherence to it offers and have

thus failed to benefit from more rationalized management by remaining unorganized.

### **The New System**

It has been found necessary therefore to remedy the situation from the standpoint of the sound development of Japanese industry as a whole. The changes which have occurred in the nation's economic condition following the outbreak of the China Affair made this necessity even more imperative; the small-industries association system has been adopted for the purpose. Clause 2 of Article 33 of the revised Industrial Association Law reads:

Small-industries associations are to be organized among small industrialists for the purpose of promoting the common interests of their members and the establishment of joint facilities relative to their industrial enterprises, the supplying of commodities required for such enterprises, the acceptance of orders on behalf of and the marketing of the products of the members.

The common interests mentioned above may be properly regarded, therefore, as applying solely to those designated. The term "small industrialists" is defined by an Imperial ordinance as signifying persons who own industrial enterprises each with a capital not exceeding 20,000 yen, including the appraised value of the buildings, machinery and apparatus. Exceptions, however, are made to this rule where the Minister of Commerce and Industry specially fixes the capital limit as other than 20,000 yen in consideration of the specific nature of the enterprise concerned; or otherwise designates owners of industries of the same kind, or closely connected with, enterprises operated by the members of a specified small-industries association as "small industrialists," regardless of the amount of their capital. As a rule, the total membership of any one small-industries association may not exceed 10, the limitation being made with a view to promoting mutual confidence among fellow members which is a prerequisite to its smooth operation.

### **Functions, Organization and Privileges**

The task of small-industries associations has already been clearly defined, and, unless each and every condition laid down is strictly adhered to in their organization, they cannot be legally recognized. In this the system differs totally from any other in the compulsory nature that is given to it in order to

strengthen the unity among its members and to rationalize the management of their enterprises. Accessory to its principal purpose, a small-industries association may establish such facilities as will help in the attainment of its aim or that may be required for giving guidance to its members as to their business operations or for conducting researches and surveys with a view to the expansion of such business.

The permission of local governors is prerequisite to the organization of a small-industries association, as in the case of other industrial groupings, and the formalities of establishment are very similar excepting that, for the former, they are greatly simplified in consideration of the status of their members. They are likewise exempted from the business profit-tax since their objective is not the making of profit but the promotion of the common interests of their members. Furthermore, they are accorded the privileges provided for in the Registration Fee Law and the Stamp Duty Law in addition to qualifications for making investments in, and thus obtaining loans from, the Central Chest for Commercial and Industrial Associations.

### **Relations with Larger Associations**

Small-industries associations may become members of the larger industrial associations. Although they are organized independently, and may exist independently, from the latter, it is, in practice, difficult for them to maintain such independence especially when their members are engaged in enterprises connected with the current measures pertaining to control and distribution of materials. For instance, the small industrialists, manufacturing the handles of umbrellas, and those manufacturing the gamps, may organize small-industries associations of their own, and yet join the larger unions of umbrella manufacturers. Moreover, the relation of a smaller group to a larger one differs from that of an individual entrepreneur, and where necessary, the administrative authorities may order any small-industries association to join an industrial association of similar or allied trades.

Needless to say, rationalization of the management of industrial enterprises is the first requirement for the smooth and satisfactory execution of the various urgent economic policies relative to the expansion of productivity, the regulation of supply to demand, the promotion of the export trade and lowering of commodity prices. Although the term does not necessarily imply an advocacy for management on a grand scale, it is nevertheless necessary to

enhance the enterprise unit by eliminating the evils that arise from the existence of many over-small industrialists. This may be promoted by the operation of the limited-liability-company system which will be enforced shortly ; but it is difficult to expect the realization of the enhancement through such an expedient alone. As a first step to this goal the newly adopted small-industries association system is considered most appropriate. By this medium, the small industrialists are enabled to render direct cooperation in the execution of national policies, thereby contributing to the further development of Japanese industry.

# WHAT MEN AT THE FRONT THINK

SELECTED BY THE CABINET INFORMATION BUREAU

## I. Reminiscences of Bias Bay

KIWAMU NAKAJIMA

*The Detachment, Japanese Army*

Were reminiscences to be effaced from the plane of our existence, what a dull dreariness would permeate the various activities of our minds! The desolate feeling as of an endless wilderness would indeed pervade our world. Reminiscences, to me, are a flower blooming in that vast wilderness in which we sometimes lose ourselves. They are, as it were, the angel sent by Heaven into the world to eke out the poverty of human minds. Is it not for that reason that even our bitterest sorrows, when they come back to us after a lapse of time as reminiscences, appear suffused in colour and richness? If so, may we not bless this heavenly gift?

My personal reminiscences, as a private in the South China Expedition, come with our landing at Bias Bay—now an illustrious event in the history of the present hostilities—and our drive to Canton, which may be likened to a veritable flame creeping onwards or a flowing stream of men and horses. The first sight of South China, which is still vivid in my mind, was that of the beautiful moonlight night wrapping us in its mystery; then at dawn, of a sea so blue and calm, as in a fairy tale. With sunrise came the dazzling whiteness of the beach, the fragrance of various tropical flowers and plants bright with their fresh verdure. The joy of a bloodless landing evidently gave us time to observe the scenery of a foreign land.

So the glorious South China Expedition commenced its long but steady march as if driven by some immense motive power. That heavy footfall still echoes in my ears as the surging of the sea. It articulated, I am confident, the loftiness, purity and strength of our purpose such as no century has ever known. The thudding, almost sacred, I heard with my own ears. Was I not participating in the making of it? This thought will forever stay with me as an eternal joy.

Across those mountains, over those roads and rivers of South China, we marched, covered in burning dust, falling as we marched

fighting as we fell, shouting words which died on our lips, and conquering things even more trying than death. "A gale sweeping dead leaves," used by some newspaper-men to symbolize their ideal heroism, would never convey to the mind that which we had to undergo. Suffering of this kind is a reality that confronts one like a precipice. Before such a reality, words lose all meaning—become dead things. Beyond the quality of expression, this stark reality shone as a light ever beckoning us on. I came through this reality, not in words, but in my own person. However, that frightful drive has become a memory already a year old. As I close my eyes and bow my head, it comes up like a night fog and then gradually begins to envelop me like a flame. The memory of my bitter experience kindles the light in my soul, which becomes a flower as it were in the wilderness. My suffering, even worse than death, begins to shed a sweet perfume, strengthened by the charm of memory. It flows out of my heart as a ringing song of joy which accompanies the conquering of all life's difficulties.

Too strong for words is my emotion on this first anniversary of my stepping upon the white beach at Bias Bay. In prayer I look up to our colours.

## 2. Concerning Opium

TOSHIRO UNO

Someya Unit, Japanese Navy

What induced the Creator to grow this plant on the soil and what occasioned mankind to avail itself of its magic power no one can tell.

Opium is a horrid fascinator. Once a man has become intoxicated with its exquisite taste or has indulged in that rare pleasure that transports him as it were into Heaven, or envelops him in a joy none but an opium-taker can know, its enchantment completely captivates the soul and body. However, its subsequent denial soon transforms all this into a feeling of deadly agony—a sense of despair, as if he were being swallowed up into a Hell of remorse—tortures that none other can visualize. If he realizes this and struggles to get rid of the evil influence, its horrible hold upon him never loosens; he can no more escape it than he can his own shadow.

When Amoy had become somewhat quiet, shortly after its capture by the Japanese forces, I was one day patrolling one of the surrounding vulgares. Hearing a whisper coming from a Chinese house,

I entered it and found, on a bed in a corner of the windowless room, two old men reclining, face to face, with flute-like pipes in their mouths. After heating at a miniature lamp a dark lump of opium, they each were, with astonishingly clever fingers, working it into a ball, then stretching it into a lengthwise form, to again mould it into a ball, with which they charged the bowls of their pipes. Greedily and with a vigorous gesture they inhaled the purple smoke. No ! inhaling does not describe their action ; they simply forced the smoke into themselves with all their might, pursing their mouths while doubling up their bodies like lobsters. As I stood there for a while gazing at their eager eyes and their grotesque postures, I perceived, a fragrant smell stimulating my scent. My head seemed to reel. Or, rather, my whole system became permeated with an indescribable sense of satisfaction. At once I realized that I was under the effect of the drug and ran out shouting "This won't do." This was the first occasion that I observed the grotesque posture of an opium-smoker.

On another occasion I was sent to a village not far from Amoy. One of the inhabitants informed me that an old woman was dying ; I followed him to a sequestered room where she, reduced to skin and bone and hardly looking human, lay breathing heavily and faintly moaning. Detecting a putrid smell, I felt her pulse ; her heart was scarcely beating. She was breathing her last beyond doubt ! I sent for a certain influential villager to discuss the matter of her funeral. He came laughing. "Why, she will get well in no time," he said, "for all she needs is a little opium." Her people, when the hostilities broke out, had fled, leaving her alone in the house, and she had had no access to the drug. Forcing her mouth open, the man washed down her throat a little opium he had brought with him. And behold ! the old woman who had been, as it were, at the very threshold of death, sat up in bed and in less than twenty minutes began talking to us and thanking us. Not till then did I realize the magic that was in the poppy plant !

This is not all that I have witnessed. No one can tell how many people are suffering from the very bad effects of opium. I know the evil is really terrifying. Once any one—whether young or old—comes under the fascinating effect of the fragrant smoke, till death takes him must he cherish the favour of that malignant spirit. Losing all discrimination between virtue and vice, listening not to the voice of reason, devoid of all will power, the addict becomes unrepentant and neither the threat of self-destruction, the loss of his property, the sale of his children nor the desertion from his wife can bring him back. Horrible opium ! Down with that devil !

## 3. A Year at the Front

YOSHIO NITTA

Watanabe Detachment, Japanese Army

A year has passed since the time,  
 That memorable night,  
 When awakened from sleep were we,  
 My wife and I, to see,  
 The Red Card under the light—  
 The card that summons one to war.

Here in torrid South China, too,  
 Did anyone foresee  
 That autumn season would come round  
 The same as at home found,  
 And no more welcome would it be  
 The grateful shade of the leafy tree?

Not for anything taking thought  
 But a soldier's duties,  
 A breath of air my cheek stirs by  
 And makes me turn unto the sky,  
 Where now I see her at her ease  
 The moon riding high, the harvest moon!

Full of patches my uniform is,  
 Threadbare is it all.  
 Stroking my uniform, to myself I'd say:  
 "'Tis a wonder you've got through this way."  
 Thinking thus, I wish to hug and call  
 Myself a dear, dear lad!

Of this glory under the moon  
 In every corner and nook  
 My humble self, this tiny me  
 Happens a part to be—  
 The thought is too much to overlook,  
 Too deep even for my tears.

"The boy that only babbled 'Papa'  
 When Tokyo Station you left  
 What he likes he now can say,

E'en on a tricycle can play."  
So says a letter though undeft  
From my wife and gladdens me.

On the tenth day I left home  
A babe was born, I heard,  
But now he toddles, writes Mamma.  
"Can you, really, my star?  
To see your picture as baby clad  
Tickles this father's glad heart."

. . . But their father, once so small,  
So very small in heart,  
How came he to be so brave and bold  
As to stand and hold  
This earth as if he were its part?  
Indeed experience enhances one's worth.

Both the children safe and sound  
Are growing up for the land.  
These glad tidings give me heart  
Enough to stand unhurt,  
A life's philosophy firm in hand,  
Amidst the dangers of certain death.

And this is the philosophy I have got :  
After your best you have done,  
It is for Him to decide the rest ;  
Plan you should for your next  
Step to take, and trust the One  
Who will dispose all as He wills.

"Cabinets dissolve and even our Office  
Has thrice changed its head.  
Of friends and relatives many are dead."  
Such are the changes reported.  
(Am I the Rip of the legend fame?)  
. . . But, is she sleepy, the moon is veiled?

## CURRENT HOUSING PROBLEM

### DEPARTMENT OF WELFARE

**T**HE last World War has taught us the lesson that modern war, which is no other than a struggle between national resources, human as well as material, will inevitably be accompanied by a housing problem. For in such a conflict belligerent nations must expand the productive capacity of their war industries to the very maximum, which situation will first of all bring about a shortage of houses in the centres of munitions industries. The shortage will also arise from the inevitable decrease in new buildings during the hostilities, in particular, it will present itself as a problem to the nation as a whole upon the cessation of hostilities with its aftermath of rapid demobilization and rehabilitation and an increasing number of marriages.

Mass construction of houses is by no means an easy task on account of its relation with finances and the adequate supply of building materials, as may be judged from the fact that the belligerent nations had to contend with the problem of housing long after the termination of the last war.

The housing problem, which has recently come to the fore in Japan, has the same causes and process of development; the shortage of dwellings has been caused by the sudden influx of workers into the thriving industrial centres in consequence of the expansion of the war industries since the outbreak of the present conflict with China. It has been difficult to meet the shortage for various reasons such as the dearth of building materials, the high cost of construction and the governmental measure for controlling house-rents which has tended to discourage building operations. Under the circumstances, shortage of housing facilities has become a common phenomenon in both the centres of munitions industries and their adjoining districts.

### Conditions in Major Cities

The state of the shortage of houses in Tokyo, Osaka and Yokohama is shown by the following figures :

	Population	Number of Households	Number of Vacant Houses	Number of Newly-built Houses	Number of Demolished Houses
<b>1. Tokyo City</b>					
1936	6,007,255	1,292,447	42,093	32,116	20,411
1937	6,151,851	1,330,709	34,163	28,907	18,308
1938	6,325,025	1,372,401	19,002	25,283	15,221
<b>2. Osaka City</b>					
1936	3,101,900	653,900	18,986	9,669	4,318
1937	3,213,000	677,800	18,678	7,972	3,789
1938	3,314,376	700,100	14,275	6,405	2,972
<b>3. Yokohama City :</b>					
1936	719,937	153,231	7,158	3,360	—
1937	737,181	157,929	3,484	4,786	—
1938	758,756	162,428	3,454	3,921	—

(Note The figures for population, number of households and number of vacant houses denote the conditions as of December 31 each year, while those for the number of demolished houses and newly-built ones denote the conditions prevailing during the year.)

The above statistics indicate that, in all the three cities, the population and households have increased remarkably in recent years, while there has been a gradual decrease in the number of newly-built houses. Thus has resulted in a steady diminishment in the number of vacant houses, while the figures for demolished houses have also been on the decline. Needless to say, the foregoing table merely denotes the conditions in the three cities viewed as a whole; but the self-same great differences exist as between the various sections of each of these cities. To cite an extreme instance a six-mat room in some thriving industrial section may be rented to 6 or 8 persons who jointly use it in day and night shifts. It is clear that if such a state of affairs is allowed to continue, an evil influence must be exerted on the moral condition of the workers, to say nothing of the inevitable decline in their physical condition and the consequent lowering of their efficiency.

### A Three-Year Plan

In view of the importance of the problem, particularly in its relation to the execution of national policies, including the programme for the expansion of productive capacity, the Department of Welfare has formulated a three-year plan for supplying quarters to workers, in cooperation with other Departments concerned. This programme, which is to be completed in the 1941-42 fiscal year, comprises the following three major points :

1. The building of sanitary houses for workers with a view to con-

tributing to the promotion of such technique and the cultivation of such man-power resources as are required by the long-term reconstruction programme.

2. The construction of apartment-houses in the neighbourhoods of factories as a means of facilitating the enhancement of working efficiency and the moral training of workers.
3. A contribution toward restraining the upward tendency of house-rents by meeting the greater demand for living quarters.

The Department of Welfare issued instructions to local governors on August 1, 1939, in regard to the general principles for executing the said plan in its first phase. Ever since, the local authorities have been working out formulas for its execution, which, it is expected, will be carried out shortly. The general principles are :

### 1. *Number and Standard of Habitations to be Supplied*

- a. For individual households ..... 30,000  
Average area of each . . . . . 13 tsubo<sup>1</sup>
- b. Apartment-houses ..... 200  
Average area of each .. . 600 tsubo  
Each accommodating .. . 200 persons

### 2. *Suppliers of such Habitations*

- a. Industrial plants and Business concerns, as a general rule, are to construct apartment-houses for their workers.
- b. They are also encouraged to construct houses for individual households.
- c. The Dojukai (Mutual Benefit Association) and other public utility institutions; Building and Transportation companies may also be allowed to participate in the execution of the plan where certain conditions along the lines of public utility are laid down.
- d. Municipalities may likewise participate in the construction of houses for individual households, when required by circumstances.

### 3. *Funds*

- a. Those suppliers who come under (a), (b), and (c) just referred to, may obtain loans from the Treasury Deposit Bureau through the Hypothec Bank of Japan, the Industrial Bank of Japan or the local agricultural and industrial banks. Such loans will bear interest at the rate of 4.2 per cent per annum and will be redeemable within 20 years.
- b. The municipalities, as mentioned under (d) in the foregoing paragraph, may obtain loans from the Funds for Social Enterprises. Such loans will bear interest at 3.2 per cent per annum and will be redeemable within 20 years.

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<sup>1</sup>A superficial measure of 6 Japanese feet square.

In this connection, mention must be made of the fact that the Commission on the operation of the Funds of the Treasury Deposit Bureau has already reached a decision whereby a total of 30 million yen will be loaned for the execution of the building programme in its first stage. Of this amount, 20 million yen will be loaned through the various appointed banks, and the remainder will be loaned to municipalities in the form of social enterprise funds. The principles for the execution of the said plan in its second and third stages will be decided on in the light of conditions resulting from the initial stage.

### **Improvement of Houses**

It is only natural that the supply of dwellings to workers will alleviate the general housing shortage. Nevertheless, the Government is confronted with the necessity of considering measures to deal with the housing requirements of the people in general inasmuch as such large cities as Tokyo and Osaka are actually suffering from a shortage of these facilities. At the same time, the Government will have to take into consideration the effect produced by the ban against the raising of house-rents.

An equally important problem demanding solution, concerns the improvement of houses. If consideration is not given to hygienic requirements in their construction because of the urgent demand therefor, the question of unhealthy housing conditions will inevitably arise in the future, even after the settlement of the present Affair. In making endeavours, therefore, to solve this problem, inherent in modern society, the Government is not losing sight of its permanent character.

## CONCERNING THE JAPANESE-SOVIET FISHERY CONVENTION

—Statement of the Foreign Office Spokesman, January 13, 1940—

ON December 31 last year the Protocol concerning the prolongation of the duration of the Japanese-Soviet Fishery Convention was signed at Moscow, subject to approval by the Government. Since the beginning of the year, the Government have been taking internal procedures for its approval. The necessary internal procedures for such approval having been completed today, January 13, the Japanese Government immediately notified the Soviet Government to that effect through Ambassador Togo at Moscow, and consequently the Protocol has now come into full force.

The text of the protocol is as follows:

### Protocol

Whereas the term of duration of the Fishery Convention between Japan and the Union of Soviet Socialist Republics, signed on January 23rd, 1928, and prolonged by the Protocols signed, respectively, on May 25th, 1936, on December 28th of the same year, on December 29th, 1937 and on April 2nd, 1939, comes to an end on December 31st, 1939; and

Whereas a new Convention will not be concluded before December 31st, 1939;

The Governments of Japan and the Union of Soviet Socialist Republics have agreed upon the following articles:

### ARTICLE 1.

The Fishery Convention between Japan and the Union of Soviet Socialist Republics as well as all the documents annexed thereto, signed on January 23rd, 1928, shall remain in force until December 31st, 1940.

### ARTICLE 2.

The present Protocol shall be replaced by a new Convention, which is now under negotiation between the Governments of Japan and the Union of Soviet Socialist Republics, and which will be concluded in the course of the year 1940.

In witness whereof the undersigned, duly authorized by their respective Governments, have signed the present Protocol.

Done in duplicate in the City of Moscow on the 31st day of the 12th month of the 14th year of Syōwa, corresponding to December 31st, 1939.

## ORDINANCE PERTAINING TO TEMPORARY MEASURES CONCERNING WAGES

Imperial Ordinance No. 703 of October 16th of  
1939 (14th Year of Showa)

### ARTICLE 1.

The temporary measures concerning wages as exercised by virtue of the provisions of Article 6 of the National General Mobilization Law (inclusive of the case coming within the purview of Imperial Ordinance No. 317 of 1938, same context following) shall be governed by the provisions of the present ordinance.

### ARTICLE 2.

That which is herein referred to as "workman" shall mean such a person as is employed and receives wages as a mariner or otherwise employed to be engaged in any of the undermentioned enterprises, that is to say :

1. Mining, placer-mining, stone-cutting and/or any other enterprises connected with the mineral industry ;
2. Enterprises relating to manufacturing, working on, cleaning, selecting, packing, repairing, overhauling and/or the dissecting of things (inclusive of enterprises relating to generating, transforming, converting and/or transmitting electricity, gas or various other power and/or waterworks),
3. Civil engineering, building and other enterprises connected with erecting, reconstructing, preserving, repairing, transforming, and the destroying of any other structures and/or any other enterprises relating to their preparation,
4. Enterprises connected with transporting or forwarding of passengers and/or freight by means of roads, railroads, tramways and/or ropeways ;
5. Enterprises relating to handling cargo or freight at dockyards, ships, piers, wharfs, stations or warehouses ;
6. Enterprises relating to ploughing or reclaiming land or relating to planting, cultivating, collecting or cutting of plants or vegetation and any other agricultural and/or forestry enterprise,
7. Enterprises connected with the raising of cattle or animals, or connected with collecting, catching and/or cultivating or the nursing of aquatic animals or plants and/or any other cattle-raising, silk-worm nursing or aquatic industry ;
8. Any other enterprises such as are designated by ordinance.

### ARTICLE 3.

That which is herein referred to as wages shall mean such wages, pay allowances, bonuses and/or any other such payments, in whatever name or

form of monies, things or benefits as they are, as are given by the employer in return for the work performed.

That which is herein referred to as "standard wage" shall mean the fixed amount of wages in the case of a fixed-pay-system or minimum-guarantee-pay or unit-time-pay in the case of the commission-system and that which is referred to as "criterion of wages" shall mean the criterion of additional pay for encouragement, allowance, a living in kind or for such bonuses as are not included in the designation by ordinance or unit of commission, commission-time or percentage or method of computation of commission.

#### ARTICLE 4.

A person who employs workmen in his enterprise (hereinafter referred to as employer) must not, with a view to raising the wages of all or a part of the workmen in his employ, alter the standard wage as of September 18th of 1939 (14th Year of Showa) (hereinafter referred to as the designated date).

In the case where, prior to the enforcement of the present ordinance, an employer has altered the standard wage of the designated date with a view to raising the wages of all or a part of the employees, he may not effect payment in accordance with such standard so altered.

The provisions of the preceding two paragraphs shall not apply where an ordinance otherwise prescribes.

#### ARTICLE 5.

With respect to a workman who is employed after the designated date, the standard wage prevailing at the time when he is first employed shall be deemed as the standard wage of the designated date.

#### ARTICLE 6.

As regards application of the present ordinance with reference to a workman for a trial term of employment not exceeding thirty days after being first employed, if the trial term of employment has terminated after the designated date, it shall be deemed that he was first employed at the time when the standard wage was fixed subsequently to the termination of such trial term of employment.

#### ARTICLE 7.

The employer shall, in accordance with the provisions of Article 31 of the National General Mobilization Law, submit a report on such standard wage as applicable to the workman who is first employed after the designated date to the prefectural governor (in the case of the prefecture of Tokyo, the Superintendent-General of the Metropolitan Police Board, same context following) as prescribed by ordinance, provided, however, that this provision shall not apply where a workman is first employed as according to the wage-scale which has been reported in accordance with the provisions of Article 8, Paragraph 1.

When the standard wage of the preceding paragraph is deemed to be

unreasonable when considered in the light of the actual conditions of wages of the designated date, the prefectural governor may, with respect to the application of the provisions of Article 4, determine such as should replace the standard wage at the time of first employment. In this case, that which is determined by the prefectural governor shall be deemed as the standard wage of the designated date.

#### ARTICLE 8.

The employer must report to the prefectural governor on the wage-scale pertaining to the standard wage that is applicable when workmen are employed.

When the prefectural governor considers such a wage-scale as reported in accordance with the provisions of the preceding paragraph to be unreasonable in the light of the actual conditions of wages prevalent at the designated date, he may, with respect to the application of the provisions of the proviso to paragraph 1 of the preceding article, determine such as should replace the said wage-scale. In this case, that which is determined by the prefectural governor shall be deemed as the wage-scale that has been reported in accordance with the provisions of Paragraph 1 hereof.

#### ARTICLE 9.

The employer must not alter the criterion of wages of the designated date with a view to raising the wages of all or a part of the workmen in his employ

In the case where, prior to the enforcement of the present ordinance, an employer has altered the criterion of wages of the designated date with a view to raising the wages of all or a part of the workmen whom he employs, he must not effect payment according to such criterion of wages.

The provisions of the preceding two paragraphs shall not apply where an ordinance otherwise prescribes.

#### ARTICLE 10.

The employer shall report on the criterion of wages of the designated date to the prefectural governor in accordance with the provisions of Article 31 of the National General Mobilization Law, as prescribed by ordinance.

#### ARTICLE 11.

In case of a given work, place of enterprise, business place or any other similar place where work is being operated without a definite criterion of wages at the designated date, if there is a certain criterion of wages governing the same or similar operations existing elsewhere, such criterion of wages shall be deemed as the criterion of wages of the designated date.

As for the work for which there is no criterion of wages of the designated date and to which the provisions of the preceding paragraph are not applicable, if the criterion of wages is determined after the designated date, such criterion of wages shall be deemed as the criterion of wages at the designated date.

The employer shall, in accordance with the provisions of Article 31 of the National General Mobilization Law, submit to the prefectural governor a report of the criterion of wages, which is determined after the designated date, as prescribed by ordinance.

When the criterion of wages reported in accordance with the provisions of the preceding paragraph is deemed as unreasonable in the light of the actual conditions of wages prevalent at the designated date, the prefectural governor may determine such as should be substituted in respect of application of the provisions of Article 9. In this case that which is determined by the prefectural governor shall be deemed as the criterion of wages of the designated date.

#### ARTICLE 12.

When an employer intends to alter the standard wage or the criterion of wages and increase the wages of individual workmen in his employ, he shall obtain the permission of the prefectural governor in accordance with the provisions of the ordinance, the same applying in effecting payment in the case where the standard wage or the criterion of wages of the designated date has been altered and the wages increased in respect of individual workmen in his employ prior to the enforcement of the present ordinance.

The provisions of the preceding paragraph shall not apply where wages are or have been increased according to the wage-scale pertaining to increase of wages as reported in accordance with the provisions of Article 13, Paragraph 1 or Article 14, Paragraph 1, or is duly increased where there is a wage-scale pertaining to increase of wages in accordance with the provisions of Article 15 or of Article 16.

#### ARTICLE 13.

An employer who has a permanent force of fifty or more workmen at one and the same work, place of enterprise, business place or any other similar place shall, in accordance with the provisions of Article 31 of the National General Mobilization Law, report to the prefectural governor on the wage-scale pertaining to increase of wages as applicable to the workmen in his employ as prescribed by ordinance.

When the wage-scale as reported in accordance with the provisions of the preceding paragraph is deemed unreasonable in the light of the actual conditions of wages prevalent at the designated date, the prefectural governor may determine such as should be substituted in respect of the application of the provisions of Paragraph 1 of the preceding article. In this case, that which is determined by the prefectural governor shall be deemed as the wage-scale as reported in accordance with the provisions of the preceding paragraph.

#### ARTICLE 14.

Employers not coming within the purview of the provisions of the preceding articles may also report to the prefectural governor on the wage-scale applicable to the workmen in their employ as prescribed by ordinance.

The provisions of Paragraph 2 of the preceding article shall apply with necessary modifications, to the case where such report was made in accordance with the provisions of the preceding paragraph.

#### ARTICLE 15.

When the standard wage, criterion of wages or wage-scale pertaining to increase of wages has been determined as effective by a certain number of employers, or in such association or body of employers as designated by the Minister of Welfare and therefore received the permission of the prefectural governor, such determination shall prevail with respect to the employment as exercised by such employer, member of such association or of the body (inclusive of members of such association or body formed by such associations or bodies), provided, however, that this provision shall not apply where an ordinance otherwise prescribes.

#### ARTICLE 16.

When deemed necessary as regards wages for those who are employed from day to day or where an ordinance so prescribes, the prefectural governor may determine the standard wage, criterion of wages or wage-scale pertaining to increase of wages by referring the matter to the Prefectural Commission on Wages.

In the case of the preceding paragraph, the employer must abide by that which has been determined by the prefectural governor, provided, however, that this provision shall not apply where an ordinance otherwise prescribes.

#### ARTICLE 17.

In case the determination rendered under the provisions of the preceding two articles pertains either to standard wage other than the standard wage of a workman being first employed or pertains to the standard wage of an employee being first employed, or to the criterion of wages or to the wage-scale pertaining to increase of wages, the provisions of Article 4, provisions of Article 7 and Article 8, provisions of Articles 9 to 11 and the provisions of Article 13 and Article 14 shall be respectively excepted of application so far as the matter whereof such determination has been made is concerned.

#### ARTICLE 18.

When an employer intends, as regards bonuses that are determined by ordinance in accordance with the provisions of Article 3, Paragraph 2, to give same at such time as was not given in the previous year, or to give same at an increased rate over the rate of the bonus given at the same time of the previous year, he shall obtain the permission of the prefectural governor in accordance with the provisions of the ordinance.

The method of computation of the rate of bonus of the preceding paragraph shall be determined by ordinance.

When an employer intends to give an extraordinary allowance to all or the majority of the workmen in his employ at the same time, he shall obtain

permission of the prefectural governor in accordance with the provisions of the ordinance.

#### ARTICLE 19.

The employer may not, on whatever pretext or excuse, commit such an act as is calculated to evade such restriction or limitation as are imposed under the provisions of Article 4, Article 9, Article 12, Article 15, Article 16 and Article 18.

#### ARTICLE 20.

The Minister of Welfare or the prefectural governor may, by virtue of the provisions of Article 31 of the National General Mobilization Law, call for a report on the conditions of wages or send the officials concerned to the place of work, place of enterprise, business place, ships or any other places for inspection and/or for examination of books and documents.

In case the officials concerned are sent for inspection and/or examination in accordance with the provisions of the preceding paragraph, they shall carry a certificate or a badge in proof of their status.

#### ARTICLE 21.

For the purpose of making recommendations to the Minister of Welfare on matters of importance pertaining to the enforcement of the present ordinance as referred to for deliberation, the Commission for Investigation of Temporary Measures Concerning Wages shall be organized.

The regulations governing the Commission for Investigation of Temporary Measures Concerning Wages shall be made as separate and apart from the present ordinance.

#### ARTICLE 22.

The present ordinance shall not apply to a workman who receives initial wages under the provisions of Article 3 of the Ordinance Relating to Control of Wages.

The present ordinance shall not be prejudicial to the application of the provisions of Article 6 of the Ordinance Relating to Control of Wages.

#### ARTICLE 23.

The present ordinance shall not apply to the State or prefectures.

The application of the provisions of the present ordinance shall be excepted in case where they are in conflict with any restrictions or limitations that are imposed under the international convention or any such agreement as is made thereunder pertaining to wages.

#### ARTICLE 24.

That which is referred to in Article 13 as "an employer with a permanent force of fifty or more workmen at his one and same place of work, place of enterprise, business place or any other place" shall mean, with

respect to mariners, an employer with a permanent force of fifty or more mariners.

#### ARTICLE 25.

In Japan proper, with the exception of the cases relating to mariners, that which is referred to in the present ordinance as "the prefectural governor" shall mean the director of the Bureau for Supervision of Mines and that which is referred to as "the Prefectural Commission on Wages" shall mean the Commission on Miners' Wages in the cases of the mining and placer-mining industries.

In Japan proper, that which is referred to as "the Minister of Welfare" in Article 15, Article 20 and Article 21 shall mean "the Minister of Communications"; that which is referred to as "the prefectural governor" in Article 7 and Article 12 shall mean the administrative authorities having jurisdiction over maritime affairs; that which is referred to as "the prefectural governor" in Article 8, Article 10, Article 11, Article 13 and Article 16 shall mean either the Minister of Communications or the director of the Communications Bureau; that which is referred to as "the prefectural governor" in Article 18 shall mean the director of the Communications Bureau, and that which is referred to as "the prefectural governor" in Article 20 shall mean the director of the Communications Bureau and the administrative authorities having jurisdiction over maritime affairs.

That which is referred to as the Prefectural Commission on Wages in Article 16 shall mean the Commission on Mariners' Wages in respect of mariners with the exception of those who board the ships mentioned in each section of Article 1, Paragraph 1 of the Mariners' Law.

The regulations governing the Commission on Mariners' Wages shall be made as separately and apart from the present Ordinance.

#### ARTICLE 26.

The matters coming within the jurisdiction of the director of the Communications Bureau or the administrative authorities having jurisdiction over maritime affairs shall be discharged by the prefectural governor with respect to those mariners on board the ships mentioned in each section of Article 1, Paragraph 1 of the Mariners' Law.

#### ARTICLE 27.

That which is referred to in the present ordinance as "the Minister of Welfare" shall mean the Governor-General of Chosen, the Governor-General of Taiwan, the Governor of the Government of Karafuto and the Governor of the Government of the South Sea Islands respectively in the cases of Chosen, Taiwan, Karafuto and the South Sea Islands, and that which is referred to as "the prefectural governor" shall mean the governor of *do* in the case of Chosen, the governor of *shu* or *cho* in Taiwan, the Governor of the Government of Karafuto in the case of Karafuto, the Governor of the Government of the South Sea Islands in the case of the South Sea Islands, and that which is referred to as "the prefecture" shall mean the *do* in Chosen, the *shu* or *cho* in Taiwan and the Local Administration Ac-

count of the South Sea Islands in the case of the South Sea Islands.

That which is referred to as "the prefectural governor" in the present ordinance shall mean either the director of the Communications Bureau or the administrative authorities having jurisdiction over the maritime affairs of the Government-General of Chosen in the case of Chosen as prescribed by order of the Governor-General of Chosen, and the director of the Bureau of Traffic or the administrative authorities having jurisdiction over the maritime affairs of the Government-General of Taiwan in the case of Taiwan as prescribed by order of the Governor-General of Taiwan in respect of the mariners (with the exceptions of those on board the ships mentioned in each section of Article 1, Paragraph 1 of the Mariners' Law.

#### ARTICLE 28.

The provisions relating to the Prefectural Commission on Wages as contained in Article 16 and the provisions contained in Article 21 shall not apply in Chosen, Taiwan, Karafuto and the South Sea Islands.

#### Supplementary Clauses:

The present ordinance shall be enforced as from October 20th of 1939 (14th Year of Showa), provided, however, that the same shall be enforced as from October 27th of 1939 (14th Year of Showa) in the cases of Chosen, Taiwan, Karafuto and the South Sea Islands.

The present ordinance shall remain in force until October 19th of 1940 (15th Year of Showa), provided, however, that as for the application of the penal clauses relating to such acts as committed prior to the said date, the same shall be effective even after the said date.

(For reference)

#### Extracts from Law No. 55 as Promulgated on April 1st of 1938 (13th Year of Showa); the National General Mobilization Law:

#### ARTICLE 6.

The Government may, in time of war and when deemed necessary for effecting national general mobilization, issue necessary orders relating to employment, hiring or removal of or wages of workers or any other conditions of labour in accordance with the provisions of the Imperial Ordinance.

#### Extracts from Imperial Ordinance No. 128 as Promulgated on March 31st of 1939 (14th Year of Showa): the Ordinance Relating to Control of Wages

#### ARTICLE 3.

The Minister of Welfare or the prefectural governor may, in accordance with the provisions of the ordinance, determine initial wages for mex-

perienced workmen.

When a proprietor of an enterprise has employed inexperienced workmen, he shall, within such period as prescribed by ordinance, pay such amount of wages as is in accordance with the initial wages as governed by the provisions of the preceding paragraph, provided, however, that the same shall not apply where ordinance otherwise prescribes.

#### ARTICLE 6.

With the exceptions of the cases mentioned in the preceding Article, the prefectural governor may, when the amount of wages or the manner of payment is deemed conspicuously unreasonable, order the proprietor of the enterprise to alter or revise same as effective in the future.

## **ORDINANCES AND A TREATY RECENTLY PROMULGATED**

**SECRETARIATE OF THE CABINET**

### **Organization of the Commission for Control of Labour**

**(Imperial Ordinance No. 779 of November 20, 1939)**

With a view to investigating and deliberating upon maintenance and cultivation of labour, increase in efficiency of operation, and other important matters relating to the control of labour, this Commission for Control of Labour has been organized under the supervision of the Minister of Welfare. It is composed of a President (Vice-Minister of Welfare), and not more than 30 members. Should occasion demand, a certain number of temporary members may be appointed for investigating and deliberating on special matters.

### **Ordinance Pertaining to Training of Mariners**

**(Imperial Ordinance No. 780 of November 21, 1939)**

In accordance with the provisions of Article 22 of the National General Mobilization Law, this Ordinance has been issued, with a view to recruiting mariners prescribed as among technical experts who are indispensable for promoting national prosperity. It requires the management of mariners' training schools, ship-owners and those engaging in the shipping trade to train such technical experts.

### **Ordinance Pertaining to Operation of Ship-Building Law**

**(Imperial Ordinance No. 800 of November 29, 1939)**

The Ordinance provides for operation of the Ship-Building Law from December, 1, 1939, and also for the institution of the Imperial Ordinance Pertaining to Operation of the Ship-Building Law.

### **Organization of the Commission on the Domestic Affairs Court**

**(Imperial Ordinance No. 815 of December 6, 1939)**

This Ordinance provides for organizing of the Commission on the Domestic Affairs Court in the Department of Justice. Its objective is to investigate and deliberate on matters relating to the domestic affairs court

as referred to by the Minister of Justice. The Commission is composed of a President, and not more than 34 members, and is authorized to appoint a certain number of temporary members, if necessary. The President, members and temporary members are to be appointed from among the senior officials of the Government offices concerned and those having expert knowledge.

### **Imperial Ordinance Pertaining to Control of Farm Rents**

(Imperial Ordinance No. 823 of December 6, 1939)

In view of the unique nature of farm rents and their continued rise, this Ordinance has been instituted, for checking the rise of land rents, under the provisions of Article 19 of the National General Mobilization Law, the rent of farm-land, and the rent for perpetual leaseholds for farming and also for regulating them. This Ordinance went into force on December 11, 1939 in Japan proper, on December 18 in Chosen, Taiwan, and the South Sea Islands, but is not operative in Karafuto.

### **Agreement for the Operation of Air Services between Japan and Thailand**

(Treaty No. 6 of December 6, 1939)

This agreement was concluded between Japan and Thailand with a view to establishing air service relations between the two countries, and also to contribute toward the promotion of international air relations. It was ratified on November 30, 1939 at Bangkok by the Plenipotentiary of Japan and the Foreign Minister of Thailand, and went into force on December 10, 1939.

# THE SITUATION IN CHINA

## I

### ACTIVITIES OF THE JAPANESE MILITARY FORCES

BUREAU OF INFORMATION, WAR DEPARTMENT

#### **The Chinese "Winter Offensive"**

The so-called Chinese April and September offensives ended in miserable failures before our vigorous counter-attacks. In December, 1939, the Chinese forces launched their "winter offensive," which kept our troops busy.

Generally speaking, it must be noted that the European War has exercised adverse effects on the Chiang Kai-shek régime, while our campaign near Pakhoi has added to the difficulty of the Chungking Government in securing war supplies from abroad. In addition to which, the movement by Wang Chung-wei and his followers for the establishment of a new Central Government in China, which has been achieving steady progress during 1939, has induced, not only leaders of the Chungking Government, but the Chinese masses, to pay more attention to peace. This serious turn of the situation, both at home and abroad, made Chiang Kai-shek resort to a "winter offensive" for the benefit of home and foreign consumption. The new operations, apparently, were planned systematically, with the Yangtze front as the main centre of activities and with a considerable force mobilized.

#### **1. The Front North of the Yangtze**

In the Singyang sector, fighting became very brisk around December 10. Two divisions of the Chinese forces were routed near Yanghaochen on December 14, while a force of similar strength was driven north by our troops near Changtaukwan three days later.

In the Suehsin, Anlu, Kuikowchen, Sientaochen and Anking sectors, fairly strong forces attacked us between the 12 and 22 December but were in every case repulsed despite heavy reinforcements which they had summoned.

#### **2. The Front South of the Yangtze**

In the Yochow, Tungcheng, Tsingyang and Wuning sectors, all Chinese moves between the 16 and 24 December ended in failure, requiring their immediate withdrawal before our counter-attacks, while heavy losses were inflicted on them in the Tsingan, Fengsin, Nanchang and Tsingyang sectors.

### 3. The North China Front

That section of the Peking-Hankow Railway between Sinsiang and Changte, in Northern Honan Province, was tampered with by Chinese troops, but the damage was slight. Necessary repairs were immediately made by our railway corps so that the train service was not interrupted.

In the South Shansi sector, along the Tatung Puchow railway, a severe blow was dealt the Chinese at Kianghsien and Hotsin resulting in their fleeing to the Tahsing Mountains, dividing Shansi from Honan Province. At Luan, in South-East Shansi, no activity was recorded.

### 4. The Inner Mongolia Front

Chinese troops, about one division strong, attacked Paotow, the western terminus of the Peking-Suiyuan Railway on the morning of December 20, but were driven away with heavy losses on the afternoon of December 23.

### 5. The South China Front

The Chinese armies in South China had been preparing a winter offensive since the end of November, but met with a large scale counter-attack by our troops and were dislodged from their positions in the mountainous area east of the North River. We made a sweeping drive northward and destroyed the enemy bases at Yungyun, Sanhwachen and Yingtak, thus dealing the armies under General Yu Han-mou a crushing blow. Mopping-up operations succeeded this gain.

It is ascertained that the Chinese troops confronting us in that region, up to January 1, numbered some 100,000 strong. They lost about 15,000 killed and 2,000 prisoners. Japanese booty included 8 trench mortars, 20 heavy machine-guns, 95 light machine-guns, 3 anti-aircraft guns, 2,600 rifles, 9,000,000 rounds of ammunition and 4,000,000 shells.

A push along the Canton-Hankow Railway succeeded in driving the enemy from Yinchanyao and Yuntan, some 60 kilometres north of Canton, between December 1 and 21 and in capturing Yintak late December 30.

A detachment, moving from Tsungfa, routed a division of Chinese troops to the northeast of that town on December 22, reaching Leung-kowhu on December 25 and Lutienhu on December 27.

Another column from Tsengshing dislodged two divisions of Chinese troops from Yunghanhua on December 17 and advanced to Meikang late December 26. Reducing Yungyun, this column, on December 31, occupied Sanhwachen, headquarters of General Yu Han-mou, Commander-in-chief of the Chinese armies in Kwangtung Province for the past year.

### The Kwangsi Campaign

Nanning, the former capital of Kwangsi Province, was cleared of Chinese troops on November 26, 1939, entry having been effected two days previous to that. Out of a garrison of 6,000 men 2,200 were killed. Our casualties were about 200 killed and wounded, and our booty included 4 artillery pieces, 6 machine-guns, 48 light machine-guns and 264 rifles.

Part of these retreating troops massed along the line connecting Pinyang, Yungshun and Luowhan, some 60 kilometres east of Nanning, and part concentrated in a mountainous area near Wuming. Here they reorganized themselves for a counter-attack. Mopping-up operations against Chinese regular forces and guerillas took place in Western Kwangtung and Southern Kwangsi Provinces.

### 1. The Nanning Sector

A strong position on a height near Patang, about 40 kilometres northeast of Nanning, was taken by us on December 3, the enemy leaving behind some 300 dead, 1 heavy machine-gun and 75 rifles. We made 5 prisoners. Our losses were 9 killed and 61 injured.

Another detachment operated from the night of November 30 against Takafeng, and dealt 3,000 enemy troops a crushing blow. They lost 1,062 killed and 8 prisoners. Booty included 7 howitzers, 5 heavy machine-guns, 7 light machine-guns, 283 rifles and 8 telephones. Our casualties were 12 killed and 47 injured.

The defeated Chinese troops, on December 4, massed along a line north of Chutang, some 45 kilometres northeast of Nanning. With the arrival of reinforcements, they started another attack, on December 18, along the Pinyang-Nanning highway. They were some seven divisions strong and well-equipped with artillery and tanks. On the evening of December 21, several enemy planes appeared near Chutang and attacked our positions but did no damage. Japanese detachments dashed from Nanning to Chutang to encircle the Chinese forces.

Chinese guerillas were active at Wutsunhu, Tangpaohu, Tatanghu and other places, between 30 and 40 kilometres south of Nanning.

In the morning of December 25, three Chinese planes bombed Nanning airfield but did no damage.

The Chinese troops engaged around Nanning were 10 divisions strong.

### 2. The Yamchow Sector

At noon, December 7, a detachment advanced to Niukanghsu, about 20 kilometres northeast of Yamchow, and dislodged the enemy from along the line between Pingkihsu and Tsingtanghsu, besides defeating them at Hsiaotunghsu. The Chinese left some 400 dead. Our casualties were 10 killed and 12 wounded.

### 3. The Lungchow Sector

After their occupation of Nanning, our forces drove upon Lungchow, the southwestern extremity of Kwangsi Province, in order to cut off the arms supply route from French Indo-China. Dislodging a small number of Chinese troops holding Tunhsu and Ningming, and repairing the roads and bridges which had been destroyed, they occupied Lungchow and Chennankwan on the evening of December 21.

Japanese booty at Lungchow included 27,000 gallons of gasoline, 6,500 gallons of heavy oil, 16,000 kilogrammes of lead, 5,000 brass bars, and

large quantities of arms and ammunition. That taken at Chennankwan, awaits further investigation. From this, it is evident that Lungchow and Chennankwan were important centres on the route of arms-supply to the Chiang Kai-shek Government from French Indo-China.

## II

### JAPANESE NAVAL OPERATIONS IN THE THIRD YEAR OF THE CHINA AFFAIR

PUBLICITY BUREAU, NAVY DEPARTMENT

**C**ONTENDING against very inclement weather, our warships carried out a blockade of the China coast including Shantung, Kiangsu, Chekiang, Fukien and Kwangtung Provinces, thus cutting off the sea-routes of arms supply to the Chiang Kai-shek régime. Key points on the China coast have been occupied by our naval forces, while fleets of troop transports have been successfully escorted by our warships, which also covered landing operations of military units effectively.

Inland waters in China, including the Yangtze, Pearl, Kwan, Sheyang and other rivers, and Poyang and other lakes, have been put under our control, mines swept, booms and other obstructions removed, while remnants of the Chinese troops and guerillas which infested the shores have been suppressed. Our lines of communication along these channels have been thus efficiently maintained.

The naval air force has effectively co-operated in, and made substantial contributions to the success of, operations started by warships, landing-parties and military units. It is also helping to break the enemy's resistance by daring attacks on military works and air bases in the rear of the Chinese lines.

*Tightening of the Blockade:* Our Navy has succeeded in effectively suspending Chinese shipping within the past two years with the avowed object of cutting off the arms supply to the Chiang Kai-shek régime from abroad by way of the sea. In view of the fact, however, that third-Power vessels provided the Chungking Government with war supplies by plying between foreign ports and Chinese ports not yet in our occupation, our Navy completely blockaded the following twelve ports from late in June to the middle of September: Wenchow, Foochow, Chuanchow, Tungshan, Chaoan, Swabue, Hinghwa, Santuao, Loyuan, Shating, Haimen and Meichow.

*Hainan Campaign:* On February 10, 1939, the Japanese Navy not only covered the landing of military units on the shore of Tengmai Bay, in the north of Hainan Island, but co-operated with the troops in occupying Hoihow (Haikow) and Kiungchow. On February 14, a naval force landed near Samah Port and occupied the area adjoining. Order has been restored over the island, all enemy troops and guerillas having been driven out.

*The Clean-up Campaign in Haichow and Hwaiyin Districts:* In co-operation with the military clean-up campaign in Haichow and Hwaiyin areas, our naval force covered the landing operations and, on February 28, opened up

the Kwan River which flows into Siangshui Port; while the Sheyang River, which empties into Fowning, and the Linbung River, which flows into Haichow, were opened to traffic on March 8 and 11 respectively.

*Nanchang Campaign:* In concert with the military drive on Nanchang, capital of Kiangsi Province, naval detachments sailed up Lake Poyang and the Siushui and Wushui Rivers. Despite the inclement weather, they succeeded in opening a waterway as far as Nanchang on April 3. Some warships reached Shengmeichieh.

*Swatow Campaign:* On June 21, 1939, a naval detachment covered the landing operations of military units at the mouth of the Siki River, opening up the port of Swatow the same day.

*Occupation of the Chusan Islands:* From May 21 to July 17, naval detachments occupied Taishan and other scores of islands belonging to this group.

*The Siangkang Campaign:* On September 23, 1939, a naval detachment covered the military landing near Yingtien successfully, opening up the Siangkang River for a distance of 40 miles, disposing of 360 mines and removing booms.

*The Clean-up Campaign in the Kaoyu Lake District:* In concert with the military clean-up campaign in Kaoyu and Paoying areas, the naval detachment succeeded in opening the waterway to Paoying on October 3, to Chiangchiapa on October 4 and to Tienchang on October 7.

*The Drive on Chungshanhsien:* In co-operation with military units, our men occupied Chungshanhsien on October 7, withdrawing 3 days later, after defeating the enemy.

*Safeguarding of the Waterways on the Yangtze and Pearl Rivers:* The Japanese naval force is making strenuous efforts to safeguard the waterways on the Yangtze and Pearl Rivers which form the major lines of communication for the operations in Central and South China.

Remnants of the Chinese troops are still active along the lower reaches of the Yangtze. Our shipping is bombarded by enemy artillery at one or two points at irregular intervals, but these attacks are invariably silenced.

*The Nanning Campaign:* On November 13, warships effectively covered the landing operations of military units on the shores of Yamchow Bay. A base for sea-planes was also established.

### Activities of the Naval Air Force

Our naval air force has made close co-operation with the operations of warships, landing parties and military units, achieving signal successes. In the Nanning campaign, the naval-air units efficiently co-operated with the ground forces. In doing so, however, they strictly adhered to the principle of respecting the rights and interests of third Powers, frequently in the face of certain disadvantages and sacrifices.

*Attacks on the Arms-supply Routes in Kwangsi Province:* While attacking and destroying Chinese military establishments all over China, the naval air-units have been intensifying their attacks on the arms-supply routes from French Indo-China through Kwangsi Province via Nanning, Liuchow and Kweilin.

*Attacks on Hinterland Points:* Points in the hinterland, to which the

Japanese naval air force has paid special attention, are Mengtze on the Haiphong-Yunnanfu railway in Southeastern Yunnan Province, Kunming, capital of Yunnan Province, Luchow in Southern Szechuan Province, Chengtu, capital of Szechuan Province, Suining in Central Szechuan Province, Sian, capital of Shensi Province, Lanchow, capital of Kansu Province, and Chungking, seat of the Chiang Kai-shek Government. These points have been attacked by naval air-units from time to time in order to destroy the Chinese air force and to obliterate their military establishments. The naval air force has raided Chungking twenty times, destroying government buildings and military works.

### Results of the Operations of the Naval Forces

Up to December 20, 1939, the naval forces, including the air arm, have inflicted the following losses on the Chinese:

#### 1. *Chinese Mines Discovered and Disposed of:*

	Yangtze	Pearl River, Bias Bay, and Swatow	Total
1938	2,312	417	2,729
1939	1,126	304	1,430
Total	3,438	721	4,159

### Comparative Losses in Japanese and Chinese Aeroplanes

#### 1. *Number of Chinese Aeroplanes Shot Down or Destroyed on the Ground*

	Confirmed	Unconfirmed	Total
1937	326	32	358
1938	767	138	905
1939	113	23	140
Total	1,408	233	1,643

#### 2. *Japanese Losses*

The Japanese losses in aeroplanes were 63 in 1937, 50 in 1938 and 29 in 1939, totalling 142.

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